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—A New Look

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ANOTHER LOOK AT PUNISHMENT

BY ROBERT A. ROBY

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The effectiveness of punishment as a deterrent to crime has been debated continuously by the public, law enforcement, correctional officials and others concerned with making society more crime-free. Here, a correctional practitioner takes a new look at some of the issues involved.

It is becoming increasingly difficult each year to find something new to write about in the subject area of "Juvenile Delinquency." It is a popular topic and most everyone seems to be an expert. And yet, it seems to me that, in fact, we are making very little headway in our efforts to prevent further escalation of delinquent activity in our troubled country. Indeed, the more we work at it, the worse it seems to become. Witness the crime statistics across the nation: how by far the major number of serious crimes are being committed by minors. Parents are justifiably alarmed, police agencies and correctional experts are groping for new ways to coax good behavior from our youth.

In choosing to discuss, or rehash, some thoughts on punishment, I do not presume to have answers to our delinquency problem. It seemed, merely, that this could be an interesting subject and one we really know very little about. To most, punishment immediately brings to mind some personal experiences: certain school teachers, angry parents, punishment unearned, and maybe times when we almost got caught by the police doing something exciting. To some few, it brings to mind the heavy hand of the law: an experience with a traffic citation, a day in court or even some time in jail—or prison.

Webster's Dictionary defines punishment as: ". . . A penalty inflicted on an offender as a retribution, and incidentally for reformation and prevention." Note that retribution is mentioned first. That is significant, for that is the way it comes about in real life. We often punish in anger, right or wrong. At least, we often exaggerate the circumstances or perceive what we want as we determine to punish. And our first priority is to punish for our own satisfaction and then hope it does some good, "incidentally". Admittedly, this is selfish, but then I wonder whether this isn't the name of the game we play—and teach—to our offspring. This is our "Bag" if we dare to look closely.

Punishment Is Not New

It is natural to punish the nonconformist. Earliest history records methods by which the dominating groups controlled the weak. Even in the animal world it is readily seen how the young learn through discipline.

In the human family, punishment plays an important part in the rearing of children. When a child misbehaves, the parent instructs through punishment. If the punishment is appropriate and administered with love, the child accepts his "due" and learns from it. As the child matures and inner controls develop, there is less need for punishment; the child realizes his mistakes and corrects himself. In turn, he expects others to have similar self-controls. If they do not, the rules learned from his parents dictate that punishment be administered. Should the punishment fail to correct the offender, increased punishment is in order, until death—if necessary. Such is our society.

Corrective Efforts Do Not Always Work

Generations of experience and scientific studies have demonstrated that punishing the offender does not necessarily correct his behavior. We have learned that repeated excessive punishment has a reverse effect. We have also learned that indifferent punishment or punishment too long delayed creates hostility rather than an understanding acceptance. Basic psychology teaches us that it is the nature of man to relate satisfactorily to other men. Individuals need their self-respect, require affection and desire the approval of their peers. However, not all live in a healthy environment. If they learn to hurt others because they have been too often hurt, if they become immune to punishment because they have been physically abused, they will thrive on social punishment rather than learn from it.

Experts Disagree On The Value Of Punishment

A rise in the crime rate usually brings about increased penalties for criminal activity. Because crime has been on the increase for many years in our country, it is generally believed that criminals are coddled. Victims of crimes, their friends and relatives, the members of the various apprehending and prosecuting agencies, all find it quite difficult to understand how the offender earned his freedom so soon, why he is not punished more severely.

In contrast, those charged with the treating of the offender often disagree with the philosophy of punishment. Some have discarded the concept of punishment altogether, causing additional distress and anger among the populous. Psychiatrists are one example of a group of treaters who seem to coddle offenders. Do they lack compassion for the victims? Possibly they feel no responsibility to the community. Could it be that they, in fact, do not know their business? Or do they have some secret knowledge about offenders that is beyond the comprehension of those not

trained in psychiatry? What about the others involved in the treatment of the offender? Are they trying to be mini-psychiatrists? Or are we, as a country, going soft and, thereby, encouraging crime? These questions constantly plague those who are in responsible positions and are concerned about our crime problem, those who are in daily contact with both the criminal and the victims, those who are caught up in the unwieldy correctional machinery and are not sure how to change it, improve it.

Some Research Findings On The Deterrent Effect Of Punishment

In 1967, the California Assembly Committee on Criminal Procedure undertook to study both the effectiveness of current criminal penalties in deterring crime and possible alternative methods to accomplish the same results. The investigation revealed unique and previously unknown information.

Members of the committee found that increasing the penalty for a crime does not always accomplish the desired effect. A prime example is the use of marijuana. In 1961, California significantly increased the penalties for possession, yet use increased at an explosive rate, thus, rendering legislative action ineffective.

The committee commissioned a survey to discover what the public knows of criminal penalties.¹ It was reasoned that if a deterrent is to be effective, the potential offender, in order to weigh the consequences of a criminal act, must know which penalty fits the crime and, thus, that individuals with the most knowledge of criminal penalties would engage in the least amount of crime.

The representative sample surveyed included 3,348 male registered California voters selected from six California counties; the total number of questionnaires returned was 1,567. The sample of the general public used in the research totaled 1,024 completed questionnaires.

Results showed that Californians were extremely ignorant of penalties for crime: of 11 possible items, the mean score was only 2.6 correct answers. Most people underestimated the severity of current penalties. However, while the general population had the least amount of knowledge of penalties, prison inmates had the greatest, but this knowledge did not deter at least half from criminal activities.

Even with knowledge of penalties, the more criminal the behavior, the less likely that deterrence took place. Penalties appeared to be important to the criminal group not as a deterrent, but as a bargaining tool after arrest.

It was observed in the report that the current rise in crime apparently was related to factors other than punishment as a deterrent, no matter how severe or cruel.

¹ Social Psychology Research Associates, *Public Knowledge of Criminal Penalties: A Research Report*, 1968, 20 pp.

A second study, prepared for the California Committee on Criminal Procedure by the Assembly Office of Research, dealt with the effectiveness of California penalties and correctional programs for adult offenders.² An analysis was made of national and state statistics on crime rates, penalties, parole programs and related material.

No evidence was found to show that more severe penalties deter crime more effectively than less severe penalties. The average stay in California prisons is 30 weeks, the fifth highest in the nation. It was concluded, therefore, that our state had one of the most expensive correctional systems in the country, giving longer sentences for like crimes, with little or no improvement in the attitudes of our criminals.

There was evidence that fear of arrest, conviction, and imprisonment deter many persons from many types of crimes, but there was no evidence to indicate that fear of lengthy imprisonment affects a significant number of criminal decisions. From this, it was concluded that time served can be reduced without increasing recidivism.

It was recommended that the California Legislature direct the Adult Authority to parole all offenders at the expiration of the statutory minimum parole-eligibility period, with the exception of serious crimes listed having to do with violence and of those criminals with long histories of professional criminality.

It was suggested that the resulting savings in annual prison costs and capital outlay should be appropriated to subsidize local supervision of offenders, to increase the use of local custody, and to improve statewide crime control, technical resources, and local law enforcement.

Other Findings That Support Less Severe Punishment

In an analysis of 140 police officers killed in the United States between 1961 and 1963 as a result of criminal action, it was found that police killings correspond quite closely to the general rates of homicide.³ Evidence does not substantiate the belief that states with the death penalty for killing a policeman are any less dangerous for the police officer. The easy availability of firearms in the United States is believed to contribute significantly to the problem.

Another interesting study took place in Finland.⁴ To determine the need for changing the system of fines for drunkenness, a pilot project studied the effects of a change in the prosecution policy. The study also attempted to look at the relationship between crime and punishment.

The prosecution policy was changed in three medium-sized Finnish towns. Drunken people continued to be arrested, but the average number of cases prosecuted was reduced from between 40 and 50 percent to

² California, Assembly Office of Research, *Crime and Penalties In California*, California Legislature, 1968, 124 pp.

³ Cardarelli, Albert P., "An Analysis Of Police Killed By Criminal Action: 1961-1963", *Journal Of Criminal Law, Criminology And Police Science*, 59 (3): pp. 447-453, 1968

⁴ Tornudd, Patrick, "The Preventive Effect Of Fines For Drunkenness" In: *Scandinavian Studies In Criminology*, Vol. 2 Oslo, Universitetsforlaget, 1968, pp. 109-124.

between 9 and 24 percent. A comparison of drunkenness arrests in the three experiment towns and three control towns of the same size over a three-year period revealed no significant differences. Punishment for being drunk seemed to have little effect on the deportment of the citizens.

While the above studies indicate that the punishment had little or no effect on the offender, it would be an error to conclude that all punishment programs are unjustified and ineffective. William Chambliss,⁵ in an article in *Crime and Delinquency*, made an intensive study of parking violations and found that, at least in this limited area, an increase in the severity and certainty of punishment does act as a deterrent to further violation. He suggests that further research be conducted on other types of offenders and on the circumstances under which particular types of punishment do, in fact, act as a deterrent. He also suggests that a study be made of the circumstances under which particular types of punishment have little or no effect.

Punishment Is Least Effective When Applied To Those Who Seem To Be Most Deserving

Social legal punishment seems to work best with those who need it least. The occasional offender, the minor offense offender, the one-time serious mistake offender often has recognized his error and has made firm intentions not to get reinvolved long before his appearance in court. Punishment does not deter those whose lives are already no better than any punishment that society can devise. It does not improve the morals of those who are closed to change and it does not improve those suffering from emotional and mental disorders. For such offenders, the "crime of punishment" is that punishment aggravates crime.

If Not Punishment, Then What?

It is an accepted fact that most crimes are committed by persons under emotional and/or financial stress. Were we able to protect one another from stressful situations, it may be possible to prevent antisocial behavior. There are documented social experiences to prove this. One of the better known studies concerned the Hutterites of North America.⁶

The Hutterites were a communal Christian sect that migrated to North America in 1875. They settled in South Dakota, Montana, Alberta (Canada) and Manitoba (Canada). They numbered approximately 9,000. There were about 98 small settlements. The Hutterites were peace-loving people. Their children were taught not to fight; physical aggression was rare. They practiced communal ownership and control of all property. The community assumed much of the responsibility for each member.

⁵Chambliss, William J., "The Deterrent Influence Of Punishment", *Crime And Delinquency*, 12 (1): 70-75, 1966

⁶Reckless, Walter C., *The Crime Problem* (Appleton-Century-Crofts, New York, 1967), pp 473-474.

The members received their clothing, their pocket money and ate in the community dining room. There were no wages for work.

For years the Hutterites enjoyed a reputation of having excellent mental health. Observers claimed that insanity (as well as crime) was practically nonexistent. The investigators learned of 12 instances of jail sentences for stealing. Four others had been arrested for selling wine and one youngster had been in jail for trapping without a license. These were all the official cases. There were some instances of cheating and petty stealing. Police authorities concurred that the Hutterites were relatively free of crime and juvenile delinquency.

It would not be fair or practical to suggest that we return to the life style of the Hutterites. Our numbers are too great, our technology too advanced, the interdependence of the world communities too extensive to make such a suggestion anything but whimsical. An experiment in living together in peace does demonstrate, however, that certain ingredients, a philosophy of life, can affect large groups of people.

Another not-so-new suggestion for improving our correctional programs is to change the emphasis while punishing the offender in our prisons and detention facilities. A recent series of articles in our local newspaper reveals a possible trend.⁷ The writer, Bob Williams, makes it evident that even in this day and age we continue to abandon the sick and the criminal to programs of isolation, indifference, and sexual perversion. A "new" program is attempting to "turn men turned into animals back into men again." The special program administrator in charge is quoted: They are trying to "treat a man like he's a human being." Again:

"Some would say we are 'coddling prisoners'—OK, I plead guilty. But, you see, we're not in the business of punishing a man for what he may have done on the streets or in prison. We treat the baby killer, prison murderer and psychotic hubcap thief just the same."

It seems somewhat incongruous that we, as a nation, with our pride and sophistication, have advanced so far in space technology and yet are just now coming to the point of recognizing the dignity of man and the need for respect of the individual while attempting to rehabilitate him.

Looking beyond the imprisonment stage of legal punishment, we are beginning to see new techniques in the community programs for the offenders under supervision. The general theme is one of differential treatment. While in the past the emphasis has been on controlling and suppressing the activities of the offenders, the new look is one of instruction, reintegration, self-enlightenment and personal attention to the individual needs. It is becoming apparent that to rehabilitate, it is necessary

⁷ Williams, Bob, "Palm Hall: A Unique Attack On The Problem Of Prison Adjustment Centers", *THE SACRAMENTO BEE* Newspaper, April 30, 1971, p. A12.

to protect the dignity and self-respect of the client. We cannot encourage the offender to be good while exhibiting an attitude of continuing punishment. Offenders are now being considered for release into community programs at an earlier point, based on their readiness rather than time served or the crimes they committed.

Also new is the concept of matching the professional staff to types of offenders. We have learned from painful experience that some staff work better with and are best able to succeed with certain kinds of clients. Classifying our clients as to their maturity level, their weaknesses, the kind of offenses they are likely to commit, their treatment needs, we now assign them to professional staff who have special talents, who are best able to cope with the problems this client is most likely to be struggling with from day to day. Results thus far are encouraging, but considerable refinement is necessary and continued community tolerance and support is required if additional gains are to be made.

The above methods of helping an offender are slow, often involving years. There are some who believe we are only in the "Model T" stage in learning how to affect human behavior. Scientists are hard at work discovering the secrets of human life. They are learning also that the genes and the body chemistry play an important part in our behavior patterns. A recent issue of "TIME" magazine reports at length on recent scientific developments that promise a number of "break-throughs."⁸ Discussing how close we are to creating human life in a test tube and how we are now able to intervene during the birth process and improve the results, the article goes on briefly, touching on how we can affect behavior through surgery and chemistry.

Most observers continue to feel that reining in man's aggressiveness is as important as spurring his intelligence. Harvard neurosurgeon Vernon Mark advocates a nongenetic approach. "There are basic brain mechanisms that will stop violent behavior, and we are born with them" Mark asserts. To tap those mechanisms, scientists would like to develop an anti-aggression pill (estrogens, or female hormones, have already been used experimentally to inhibit aggressive behavior).

Until they do, Mark and two Harvard colleagues—psychiatrist Frank Ervin and surgeon William Sweet—are fighting aggression by using surgery to destroy the damaged brain cells that sometimes cause violence in people with specific brain disease. Typical of their patients is a gifted epileptic engineer named Thomas, who used to erupt in rages so frenzied that he would hurl his children across the room. First, Mark and Ervin sent electric current into different parts of Thomas' brain: when the current sparked his rage, the doctors knew they had found the

⁸ "The New Genetics: Man Into Superman", *TIME* Magazine, April 19, 1971, pp. 33-52.

offending cells. Surgeons Mark and Sweet then destroyed them, and in the four years since, Thomas has had no violent episodes.

Physiologist Deigado has developed even more dramatic methods of aggression control in animals. In one famous experiment, he implanted electrodes in the brain of a bull bred for fierceness. Then, with only a small radio transmitter as protection, he entered the ring with the bull and stopped the angry animal in mid-charge by sending signals into what he believes was its violence-inhibiting center. Similarly, Neuoanatomist Carmine Clemete of U.C.L.A. has shocked cats into dropping rats they were about to kill. But neither man sees any early prospects for remote control of human aggression.

If through medicines and surgery we are able to hurry the process of rehabilitation, it may be that we will be able to be less angry at the offender, recognizing that there is a deeper cause in need of treatment, not punishment. And yet, it may not be as simple as that. How do we separate the activities of the "sick" from those who are "well" but feel justified in what they are doing? Who will separate those who need treatment from those who are trying to react to injustices? And if we succeed in eliminating aggression, hostility, antisocial behavior, what will become of the "rugged individualism" upon which our democracy was founded? Would we not, in fact, suppress healthy disagreement? Hamper progress?

Summary

We need to know more about punishment, and more about ourselves. For one thing, we would have to admit that sometimes we punish in order to feel better ourselves, a kind of an "eye for an eye" attitude. And while we satisfy our need for retribution, we must recognize that punishment often causes retaliation, and retaliation, wars. And wars are expensive, if nothing else.

It is also entirely possible that we really don't want to correct most offenders for then we would have no one upon whom we could vent our anger. For anger is not necessarily bad; indeed, it is said to be stimulating, character building, strengthening and satisfying. To ask people not to get angry for fear of causing others distress, may be tantamount to asking them to enjoy sex, but not to have an orgasm.

So where does the above discussion lead us? I sense in myself some confusion. Just a little. But I did not promise answers, just some thoughts. Redl and Wineman state it quite well in their now famous book "The Aggressive Child":⁹

⁹ Redl, Fritz and Wineman, David: *THE AGGRESSIVE CHILD*, The Free Press, Glencoe, Illinois, 1957, p. 472

The issue of punishment is probably one of the most befuddled ones in educational practice, as well as in educational thought. The confusion in public opinion between punishment as a tool and as a simple outlet of adult temper, cruelty, wrath, and revenge is, indeed, a spectacle to behold. Even in more professional circles, the confusion about the issues of punishment is amazing . . .

Unfortunately, mental hygiene and psychiatry have, as yet, contributed little to clarify the issue and to produce more specific research. Even these two fields have confined themselves to a general warning about some of the most tangible pathological effects of badly handled punishment and abuses of it, but have done little to clarify the wide variety of risks, as well as advantages of well handled or normally usable punishment practices.

We must continue to ponder the issues around punishment. It would be satisfying if, in our time, we are able to resolve some of our confusions on this subject. Let us hope the problem is not like the one of finding a cure for the common cold. If it is, our children, and possibly theirs, are doomed to meaningless suffering.

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CORRECTIONAL RESEARCH: A RATIONAL PERSPECTIVE FOR THE FUTURE

By ROY V. LEWIS

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There are no simple answers to the question of rehabilitation versus punishment. A role of research may now be to pinpoint which kinds of offenders are most effectively dealt with through so-called punishment; which through rehabilitation; and which by merely being left alone.

Correctional research is in the process of examining itself, largely because of the controversy over rehabilitation since the publication of Martinson's study of the effectiveness of correctional programs. Although the majority of correctional administrators still support the concepts of rehabilitation, the concept of deterrence currently appears to have everyone's attention in the criminal justice system. Because past studies reveal differential findings in both rehabilitation and deterrence no universal panacea for the problem of crime and delinquency is likely to be forthcoming.

However, in the future, correctional research should concentrate on integrating the knowledge differentially obtained from both rehabilitation and deterrence. The integration of knowledge in corrections is important because, after all, if the state of the art were sophisticated enough, correctional research would be able to determine, legal and ethical problems notwithstanding, whom to punish, whom to rehabilitate, and whom to leave alone.

Since the publication of Martinson's study of the effectiveness of correctional programs¹ the public controversy over the effectiveness of correctional rehabilitation has increased. This has caused researchers and administrators alike to take stock of their activities and begin to reexamine priorities as far as their efforts in the future will be concerned. The purpose of this paper will be to explore the controversy surrounding rehabilitation, explore some of the similarities and differences between rehabilitation and deterrence research, and put forth a recommendation for a rational perspective on rehabilitation and deterrence.

Controversy over Rehabilitation

Over the last 35 years the major emphasis of correctional researchers has

been on rehabilitation. The last decade, however, has witnessed the emergence of more and more research on deterrence. Both of these types of research appear to be headed on a collision course. The major opponent to correctional rehabilitation programs is Dr. Robert Martinson, an associate professor of sociology at the City College of the City University of New York. According to Martinson, "with few and isolated exceptions, the rehabilitation efforts that have been reported so far have had no appreciable effect on recidivism."² Dr. Martinson says further:

"I am bound to say that these data, involving over two hundred studies and hundreds of thousands of individuals as they do are the best available and give us very little reason to hope that we have, in fact, found a way of reducing recidivism through rehabilitation. This is not to say that we found no instances of success or partial success, it is only to say that these instances have been isolated, producing no clear pattern to indicate the efficacy of any particular method of treatment."³

In Martinson's rejoinder to Palmer (April, 1976) he put forth the notion that:

"The public does not care whether a program will demonstrate that the experimental group shows a lower recidivism rate than a control group; rather, it wants to know whether the program reduced the overall crime rate . . . the aim of future research will be to create the knowledge needed to reduce crime."⁴

The effectiveness of rehabilitation programs has in the past been seriously questioned from a number of quarters. While the controversy seems new, in actuality correctional reviews of the research literature have reported similar findings for more than 25 years.⁵

Support for rehabilitation has come from some researchers and from correctional administrators as well. A recent article by Ted Palmer (1975) states that Martinson is basically incorrect in his conclusions based on the data he (Martinson) analyzed.⁶ Palmer suggests that when different types of treatment are used with certain types of offenders, these various meth-

¹ Robert Martinson, "What Works?—Questions and Answers About Prison Reform." *Public Interest*, Spring 1974, pp. 22-54. *Note:* For details to the Martinson study see "The Effectiveness of Correctional Treatment: A Survey of Treatment Evaluation Studies", by Douglas Lipton, Robert Martinson, and Judith Wilks; New York, Praeger Publications.

² *Ibid.*

³ *Ibid.*

⁴ Robert Martinson, "California Research at the Crossroads", *Crime and Delinquency*, April 1976, pp. 180-191.

⁵ Like Martinson, other reviews have tended to question the efficacy of correctional rehabilitation programs. Some of these reviews include: Dalton, (1952); Kirby, (1954); Witmer and Tufts, (1954); Schreiber, (1960); Amos, Manella, and Southwell, (1965); Bailey, (1966); Wheeler, Cottrell, and Ramasco, (1967); Sullivan and Bush, (1967); Beck and Beck, (1968); Berleman and Steinbern, (1969); Harlow, (1969); Lemert, (1971); Robinson and Smith, (1971); Logan, (1972); and Shireman, Mann, Larsen and Young, (1972).

⁶ Ted B. Palmer, "Martinson Revisited", *Journal of Research in Crime and Delinquency*, July, 1975, pp. 130-152.

ods of treatment can be differentially effective. According to Palmer, "Martinson referred to 39 studies—48% of the total—as having yielded positive or partly positive results. In light of this, it was surely amiss to have elsewhere characterized these same studies as being few and isolated exceptions."⁷ According to Wright and Dixon (1977) differential effects are evident in treatment interventions even when overall impact (e.g. differences in recidivism rates between the Experimental and Control Groups) may be lacking. In their review of the literature they reported:

"Empey and Erickson (1972) reported differential effects by treatment groups; the Provo experiment was superior to institutionalization but not to regular probation. Empey and Lubeck (1971) found differential impacts of both the institutional (control) and community (experimental) programs. When they examined recidivism data, they found that background variables, such as family disorganization, were predictive of recidivism for experimental subjects, and peer identification variables were predictive for control subjects. Between program differences were also found . . . but overall, there was no difference in recidivism rates between the two groups."⁸

Over the years many other research studies have revealed differential impacts which support the general contention that rehabilitation does work under certain conditions or with certain types of offenders.⁹ Support for rehabilitation has also come from correctional practitioners in the field—the people who bear the greatest day to day responsibility for corrections in this country. In the May/June 1975 issue of *Corrections Magazine*, a survey was reported which surveyed what prison administrators feel about the efficacy of rehabilitation programs.

In a national survey by *Corrections Magazine*, 63 percent of the prison officials say that some rehabilitation programs can change inmate behavior for the better. An additional 14 percent maintain that there is not enough evidence to justify scrapping the idea of rehabilitation. The survey results indicate that the growing movement to declare the concept of rehabilitation defunct has few supporters among the nation's prison administrators. The survey also finds that the administrators are firmly committed to the idea of community corrections. Not only do the great majority (about 90 percent) say that community pro-

⁷ Ibid.

⁸ William E. Wright and Michael C. Dixon, "Juvenile Delinquency Prevention: A Review of Evaluation studies", *Journal of Research in Crime and Delinquency*, Jan. 1977.

⁹ Some of these studies include: Palmer, (1971); Jesness, (1971); Kelly and Baer, (1971); Palmer, (1974); and Glaser, (1974).

grams are effective; but 78 percent say that such programs are more effective than programs in institutions, at least for certain offenders.¹⁰

It is this author's opinion that rehabilitation does work under certain conditions and with certain types of offenders. It is also this author's opinion that rehabilitation does not appreciably work to reduce the crime rate.¹¹ The administrator or researcher who desires to act on knowledge rather than faith usually finds himself in the middle of this controversy over rehabilitation. Suspecting that rehabilitation may not appreciably work does not tell one what does work. If nothing appreciably works to prevent crime, where is society to turn for help? Reverting to an earlier ideology of "let's punish the offender" won't necessarily make matters any easier because one is still confronted with major questions of whether such deterrent approaches are effective ways to reduce crime.

Deterrence Research

Some individuals in the criminal justice field look to deterrence as the new panacea for protecting the public. Unfortunately simple solutions are lacking as far as finding an appreciable way to reduce crime. Punishment itself is a very complex phenomena. "Punishment for serious offenses is for the most part synonymous with imprisonment, in that imprisonment or the threat of imprisonment is the most common penalty for committing a serious criminal act."¹² While punishment can be thought of as a stimulus or cause, deterrence can be thought of as the effect. *Deterrence*¹³ is usually defined as a preventive effect which actual or threatened punishment has upon potential offenders (Ball, 1955).

Differential impacts have also been found in a wide variety of studies related to deterrence. In terms of studies on certainty, Claster (1967) found that incarcerated delinquents, more than non-delinquents, perceive that it is unlikely in a hypothetical situation that they themselves

¹⁰ Is Rehabilitation Dead? Corrections Magazine, May/June 1975, pp. 3-12, 31-22.

¹¹ And indeed the public has a right to be protected from harm whether rehabilitation has partial effects with certain sub-populations of offenders or not. Some individuals in prison tend to get their head straight and fly right on parole even where participation in rehabilitation programs was ignored or totally rejected while in prison. Finding out why certain individuals succeed on parole without the "benefit" of rehabilitation programs seems equally as important as studying the demographics of successful and unsuccessful post-rehabilitation subjects.

¹² Frank Brooker, "The Deterrent Effect of Punishment", Criminology, February, 1972, p. 469.

¹³ According to (Bankston, Cramer, 1974) there are three types of deterrent influences which legal sanctions possess. These types include primary or special deterrence, partial deterrence, and general deterrence. Primary or special deterrence concerns itself with the extent to which punishment prevents those who are punished from committing further violation. Partial deterrence is the extent to which one commits a less serious crime instead of a more serious offense. General deterrence concerns itself with the influence legal sanctions may have on deterring potential offenders who have not been previously punished. Other important variables of deterrence theory include the celerity, severity, and certainty of punishment. Although few studies have been done on celerity (i.e., the quickness of response) a large number have concentrated on the severity and certainty of punishment.

would be caught for committing certain offenses.¹⁴ Jensen (1969) found that among those who perceive a lower certainty of punishment both self-reported and officially recorded delinquency are higher.¹⁵ Waldo and Chiricos found that individuals who perceive a higher certainty of punishment are slightly less likely to smoke marijuana and to engage in theft than those who perceive a lower certainty.¹⁶ However, when severity was studied Waldo and Chiricos found self-reported marijuana use and theft unrelated to perceptions of severity of punishment.¹⁷

In earlier studies of severity the most common variable studied has been length of stay or incarceration. In these studies differential outcome or impact has been reported. For example, Garrity (1956) divided offenders into three categories: "pro-social", "anti-social", and "manipulative". "Pro-social" offenders were found to have the lowest recidivism rates regardless of the length of their sentence; "anti-social" offenders did better with short sentences; the "manipulative" did better with long ones. In another study Glaser (1964) found an unusual pattern of recidivism and length of sentence. Those who served less than a year had a 73 percent success rate, those who served up to two years were only 65 percent successful, and those who served up to three years dropped to a rate of 56 percent. However, those who served for more than three years, the success rate increased back to 60 percent. The objective nature of punishment in these studies, i.e., length of incarceration, may influence behavior, but only in addition to or in interaction with other variables.

Current studies have suggested that subjective perceptions are very important if not critical to any study of deterrence. Teevan (1976) found that "Respondents who obey the law because they perceive shoplifting to be wrong in itself are not deterred by fear of punishment."¹⁸ He concludes by saying:

Further it is not only the perception or estimate of risk that is at issue, but the factors of personality, of social values, and of the immediate situation that may determine the readiness of the person to take the risk of apprehension and punishment. The interplay of these factors with the perceptions of punishment needs investigation."¹⁹

¹⁴ Daniel Claster, "Comparison of risk perception between delinquents and non-delinquents", *Journal of Criminal Law, Criminology and Police Science* 58 (March): 80-86.

¹⁵ Gary Jensen, "Crime doesn't pay: Correlates of a shared misunderstanding", *Social Problems* 17 (fall): 184-201.

¹⁶ Gordon Waldo and Theodore Chiricos, "Perceived penal sanctions and self-reported criminality: a neglected approach to deterrence research," *Social Problems* 16 (Spring): 522-540.

¹⁷ Ibid.

¹⁸ James J. Teevan, Jr. "Subjective Perception of Deterrence (Continued)", *Journal of Research in Crime and Delinquency*, July 1976, pp. 155-164.

¹⁹ Ibid.

It probably should come to no surprise to anyone that deterrence research has resulted in very specific findings as has research on rehabilitation. There is no universality of cause and effect where deterrence is concerned. According to Cooper, (1973):

"What is wrong with those who see crime control from a deterrence perspective is that they have a fixed, unalterable belief in the universal efficacy of the criminal sanction and its application, despite all evidence to the contrary . . . We do not always deter, but neither do we always fail to deter . . . We must make a more scientific effort to find out who is deterred by what and why . . . Deterrence today is too hit and miss. The undeserving are too often hit and those against whom the measures are properly directed are too often missed."²⁰

Observations and Recommendations

Correctional researchers and administrators should not in the future prematurely reject rehabilitation or uncritically "buy in" to the concepts of deterrence. Differential outcome has been generated from research on both rehabilitation and deterrence, thus demonstrating the obvious complexity of the social phenomena under study. In a sense, rehabilitation programs in the criminal justice system can conceptually be placed under the heading of deterrence, for whether we punish someone or treat someone, a principal goal is to deter the criminal or potential criminal from committing offenses against society.

Research on deterrence and rehabilitation should work hand in hand rather than represent opposites in a controversy. The major thrust of correctional research in the future should be the pursuit of knowledge from both rehabilitation and deterrence. After all, if the state of the art were sophisticated enough, correctional research would be able to determine, legal and ethical problems notwithstanding, whom to punish, whom to rehabilitate, and whom to leave alone.

²⁰ H.H.A. Cooper, "Crime Control and the Deterrence Perspective", *Criminology*, August 1973, p. 176.

AN ENTIRE COUNTY COMBATS SHOPLIFTING

BY ART GERMAN

Mr. German is Information Officer of the California Youth Authority

Shoplifting is not often regarded as a serious offense, but it is pervasive, it adds up in cost, and can lead to more serious forms of delinquency and crime. In Placer County, the Probation Department has organized a countywide program to marshal the support of young people, parents, law enforcement, merchants and the public in general to deal very strongly with the problem of shoplifting.

The scene in the local supermarket is an unpleasantly familiar one.

A 10-year-old boy is walking between the aisles. He stops at the candy shelf, looks furtively about, and then pops a candy bar into his pocket. He did not realize that he had been observed through a store mirror by the manager, who stopped him, asked him to give back the candy bar, and then hesitated. Finally, the manager decided not to do anything except reprimand the youngster, warn him not to come back to the store again, and then send him on his way.

Compassionate? Possibly. But effective? Probably not.

Not, certainly, in the view of Chief Probation Officer Ted Smith of Placer County who has seen a steady increase in shoplifting thefts during the past few years. In a four-year period, from 1971 to 1975, he reported, the number of juvenile referrals to his department increased by 172 per cent. During the same period the percentage of those referrals involved in shoplifting increased from 12.9 to 20.5 per cent. Both in numbers and percentage of the total caseload, he reported, petty theft was becoming an ever-increasing problem in the county.

Smith and the Probation Department decided on an approach of meeting the problem head-on. In early 1977, Smith and his staff began developing a shoplifting education program for adults and juvenile. The program took two tacks. First, it aimed to acquaint juveniles and their parents with the consequences of a shoplifting offense, both legally and financially. The second was to inform shopkeepers and their families how the Juvenile Court system works and what alternatives are available when a juvenile is caught shoplifting.

The first move in carrying out the program was to produce a pamphlet which would clearly show what would happen if a minor was caught shoplifting. Smith and his staff reviewed a number of existing pamphlets, but none was found which dealt specifically with shoplifting and its potential consequences. Finally, a brand new shoplifting pamphlet was prepared and was titled, "So You Think It's Fun to Shoplift?"

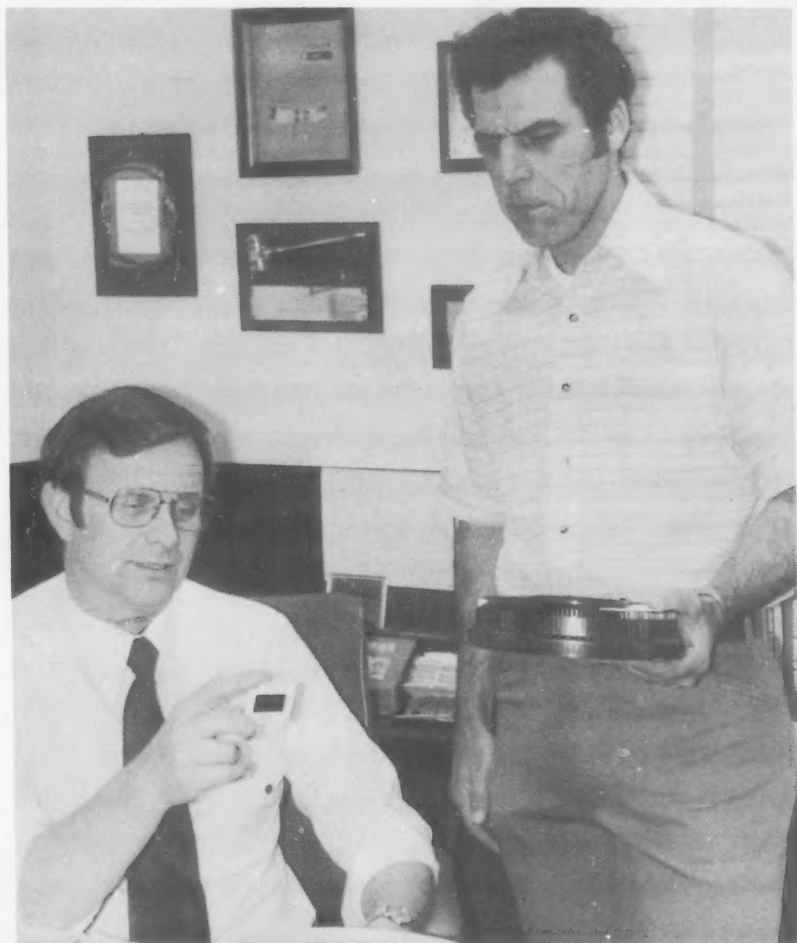
Almost immediately, the Placer County Delinquency Prevention Commission, a lay body appointed by the Superior Court to oversee delinquency prevention and juvenile justice in Placer County, threw its

support behind the Probation Department's program. It funded and printed 5,000 pamphlets, which were then distributed to the department's diversion unit. The commission also encouraged the development of educational programs dealing with shoplifting and other topics of public concern.

The diversion unit, whose responsibility is delinquency prevention, set about recruiting speaking engagements from parents groups, service organizations and schools. The effort to carry out lecture programs in the schools went into high gear when the fall term opened in 1977.

Audio-Visual Search Launched

Meanwhile, a search was launched for audio-visual aids to complement



ARRANGING SHOW—Chief Probation Officer Ted Smith, left, and Deputy Probation Officer Leroy T. Lawrence review the slide show prior to presenting it to an Auburn organization.

the oral presentation and pamphlets. As in the case of the pamphlet planning, several films were previewed, but Smith and his staff felt they did not adequately represent what would happen to a child apprehended for shoplifting in Placer County.

"The only way to get a true representation of alternatives available in Placer County," Smith said, "was to develop our own slide show."

Late that summer, probation department personnel prepared a shoplifting "script" around a typical shoplifting incident, with the aim of portraying it as accurately as possible. It also showed the apprehension and court processing of the young suspect.

Members of the probation staff and their children volunteered to serve as the "cast." The Auburn Police Department gave its support by supplying a police unit and two officers for an entire day during the actual "shooting" of the slide show. Two probation officers took approximately 80 slides and these were edited down to the 49 which are now a part of the script.

Meanwhile, a publicity and information campaign was initiated. A news release announcing the program and inviting participation was sent to the county's major newspapers. The program also was explained in letters sent to all Placer County merchants. The county's chamber of commerce participated by mailing the materials to all local chambers throughout the county. All law enforcement agencies were contacted by mail and asked for their assistance.

When the slide show was fully edited, the first presentations were made late in 1977 to the Delinquency Prevention Commission, County Chamber of Commerce and Board of Supervisors. All waxed enthusiastic and the probation department began a program of presenting the slide show to schools, service clubs and other groups. Local police departments have requested copies of the slides for presentations of their own.

The county's newspapers joined in the campaign. The Auburn Journal recently carried a feature article with the headline: "Shoplifting—It's A Crime You Pay For." The article included a survey of local merchants to determine what action they had taken to combat shoplifting.

According to the article, Ron Henegar of the Auburn General Store eliminated the blind spots and put items which are more attractive to shoplifters in plain view of the employees. Jerry Lauermann of Toy Round-up reported that he keeps smaller items, those easiest to steal, near the cash register. Hiring adequate help and keeping loitering to a minimum is the approach of Tom Husaks at Hall's Pharmacy. An electronic surveillance system recently was installed at The Tumblewind. Clothes are tagged with a special device which can only be removed by an employee. If an article leaves the store with the tag, a beeper is released. Mirrors and store detectives are also widely used.

Approach to Merchants

One of Smith's approaches to merchants is that they should report all shoplifters either to the county sheriff's office or the appropriate local police department. A youngster caught stealing who is sent on his way with a simple reprimand is likely to repeat his offense without any qualms, Smith believes.



Shoplifting and its aftermath—the scene, the arrest and detention in juvenile hall. These views are a part of the slide show being presented to clubs and school classes in Placer County.



"The average merchant is reluctant to be the bad guy," Smith said. "But if they report it to the authorities, then we can be the bad guys. That's the way it should be."

The pamphlet notes it is important for the shoplifter to realize that when caught, he will be arrested, even for a first offense. The usual arrest procedure would be followed, including detention in the juvenile hall, where the young offender would remain until the parents contact the probation officer. If it is a first offense, the chances are that the minor would be released with a stern warning and placed in his parents' custody. If the offender has a past record, however, an affidavit is likely to be filed with the District Attorney asking that a petition be filed to require an

appearance before the Juvenile Court on the shoplifting charge. Probation, incarceration and a juvenile record are listed as some of the after-effects of the shoplifting offense.

These options are all spelled out in the probation department's brochure which is divided into separate sections that are addressed in turn to the young person, parents, merchants and the public-at-large.

In an opening section addressed to the young person, the pamphlet notes that stealing is a crime. "Stealing is taking something—anything—which is for sale in a store—and not paying for it. The merchandise belongs to the store. It has been bought and paid for by the store. If you take a candy bar from a store, you are stealing. You are a thief." The last sentence is underlined.

The pamphlet goes on to tell the potential shoplifter: "When caught you will be arrested . . . You could be adjudged a ward of the Juvenile Court . . . You are responsible to pay in full for the stolen or damaged merchandise. If a minor has no money to pay, the parents or guardian is then liable . . . If you are caught shoplifting and have a record of previous offenses, you may be removed from your parents' custody and placed in a juvenile institution."

Parents are advised to talk to the youngster if a problem is suspected, and to get professional help if necessary. The final section, devoted to merchants, states that merchants "are cooperating in a combined effort to establish a uniform manner in which they will handle shoplifters. They do not wish to get young people into trouble, but they cannot afford to let their goods be stolen at such an alarming rate. All offenders will be arrested and brought to the attention of the juvenile authorities. This means such offenders will have a record in the Probation Department and, in proper cases, will be brought into Juvenile Court.

Effect of Program

The anti-shoplifting program may be unique in its effort to marshal the support of all interested parties to deal with a problem which Smith feels can lead to even worse problems. It is still a bit early to measure its effectiveness conclusively, although there are indications of positive results, Smith reports. The incidence of shoplifting as a total part of the probation referral process has declined from 20.5 percent in 1975 to 12.9 percent in 1977.

Other progress can be sensed rather than measured. As presentations are made throughout the county, Smith said, more and more people have become aware of the shoplifting problem and how to deal with it. Merchants are also becoming increasingly more inclined to call in law enforcement rather than remonstrate with shoplifters themselves.

In any case, the program has acquired considerable public participation and attention. Having accomplished this, Smith and his staff are now in the process of developing a new program, this one aimed at vandalism, another very important juvenile crime problem in Placer County. The program will follow the same slide show and pamphlet format and will hopefully produce the same level of public interest and support.

KIDS BEHIND BARS

BY JUDITH ANDERSON

Ms. Anderson is a reporter for the People section of the San Francisco Chronicle.

The San Francisco Chronicle last March took its first comprehensive look at the Youth Authority. Here is their report, reprinted with permission of the newspaper.

"Tain't nothin' bein' here. It's just like summer camp. Nah, I don't mind bein' here. I wouldn'ta got caught if I did."

Brian has just been released temporarily from 24-hour lock-up in a bare, 8-by-12-foot cell, for breaking a rule—trying to smuggle a racquet out of the gymnasium and back to his dorm, he said. (All the inmates' names in this story are fictitious.)

"It's OK," he said, full of bravado, shrugging off the punishment. "I need the sleep. They get you up at 6 in the morning here.

"It ain't really that strict here," the 18-year-old went on, comparing the place he is now to juvenile halls and state reformatories he has been in and out of since he was 11. "You've got most everything you've got on the 'outs.' You watch TV, you go to school. They're so easy on you."

"Yeah," Brian confessed, "I was scared the first time I came here. The bars on the windows . . . but after a month it wasn't so bad and after two months, it was nothin'."

Compared with places like San Quentin, and even some other institutions for juvenile offenders, the Northern California Youth Center (NCYC) run by the California Youth Authority in Stockton may indeed be a summer camp. The three "schools" situated on 960 state-owned acres in the flat San Joaquin Valley fields look more like campuses than prisons. Wide green lawns, dotted with flowering trees, separate the one-story buildings that house about 1000 young men, their vocational training centers and their classrooms.

Males outnumber females sentenced to state institutions by more than 20 to one. About 175 girls are with CYA now and are assigned to one of two places: About 15 are in a coeducational program at the Northern Reception Center in Sacramento and the rest are at the coed Ventura School in Camarillo, where they are offered vocational training in cosmetology, clerical and housekeeping skills. The state-run Los Guilucos School for Girls in Sonoma County closed in 1973 after a drop-off in commitments of both sexes to state institutions.

At NCYC, most of the inmates sleep on cots in open dormitories; only the honor wards and few inmates who require protective custody get

private rooms with doors that lock. They eat in small cafeterias adjoining their living units, at tables for four. They wear their own clothes and have their own TV and stereo sets, if their families can provide them. After work or class they play baseball or lift weights or watch television. There are movies on the weekends, six-hour day passes with relatives and field trips to the snow for those who earn them.

There are no guard towers, no uniforms, no weapons except for Mace. There is security, of course, but it is unobtrusive: a 14-foot-high chain link fence that inmates have been known to scale in "two seconds," sometimes with the assistance of a piece of macrame they've made in arts and crafts; barred windows and locked doors, and beepers that hang from the belts of staff members, ready to set off an alarm in the central security office in case of emergency.

There are also the euphemisms that staff members consider important in creating the proper atmosphere for these young offenders. The word inmate, for instance, is taboo; ward is preferred. And these are not jails, they are youth centers or schools. The private cubicles are called rooms, not cells.

Some of these niceties are throwbacks to the days when the bulk of the NCYC population was runaways, truants and youths "beyond parental control," instead of the more violent offenders as it is today. The carefully chosen words are also a way, according to California Youth Authority Director Pearl West, to provide a "glimmer of hope" and avoid branding these young people as criminals.

As with each of the ten institutions and five conservation camps run by the Youth Authority throughout the state, each of the three schools in Stockton has its own approach to rehabilitation and training.

Karl Holton School, where Brian is serving his sentence for burglary, concentrates on academic education, from rudimentary courses in reading and math through high school and junior college degree programs. Treatment is a form of behavior modification, based on a reward and demerit system.

When Brian was sentenced to Holton he was assigned a goal of 16,575 points, an "arbitrary" figure chosen some years ago when the program was set up. Every day, he may earn points toward that goal for how well he does his assigned chores, his school work and how well he lives up to the contract, made when he first arrived, to change his behavior.

"If he keeps his nose clean and participates in the school's programs even to a minimal degree, it's not hard to earn his points in a year," said Gary Maurer, Holton's chief social worker. If he refuses to "work on his problems" or breaks the rules, his sentence may be extended.

Sanford, a taciturn youth of 19 who was sentenced to three years for murder, has signed a contract to work on his uncontrollable temper. But he is dubious about any changes he's made in his 19 months with CYA.

"One thing I learned is not to argue with a woman," he said. His counselor, it turns out, is female. "Mostly I'm just doin' my time."

Reluctantly he reveals that he might have learned something else. "I had a gun and I killed somebody," he said. "If I were in the same situation again, I could deal with it another way besides killing. I've learned how to deal with people."

Social worker Maurer said that in six years with the CYA, he has seen "some crazy kids stop their bizarre behavior with intensive treatment. But an 18-year-old with a long history of delinquency—where delinquency is habitual—has less chance to change. It's like quitting smoking after ten years. Even if a person wants to change, it can be very difficult."

As in any penal institution, there is game playing—saying the right things and participating in the right programs to get released as soon as possible. Even that is "positive behavior in a way," Maurer said. "If he starts as a con, he may realize along the way that he has fewer problems when he behaves. It's on the road to being in control."

The population at O. H. Close School is younger, both chronologically (12–16) and emotionally, than at Holton. Here, too, the emphasis is on classroom education, but instead of letting the 350 boys mix in classrooms and on the playing field with each other, they live and study in separate groups of 50 throughout their stay.

Counseling involves a variety of techniques, including behavior modification, but the emphasis is on transactional analysis, the technique developed by the late Eric Berne in which the individual learns to identify and control the parent, the child and the adult in his personality.

As counselor Diane Barnett explained it, with behavior modification used at the Karl Holton School "you don't have to know what your problems are to change." Transactional analysis takes the youths back to the onset of their behavioral problems and attempts to put them in touch with feelings that many "didn't know they had."

"These kids are in for very serious offenses," said Barnett, who has been a CYA counselor for seven years. "They have their own set of values, their own moral codes." Delinquency becomes a way to show "they're tough," and a jail sentence may be a badge of honor.

"But these kids hurt," she said. Through counseling, "we teach them appropriate ways to show they hurt. You don't steal cars and rape women to show it."

Dwight is the model inmate, the mean-kid-turned-good whom Barnett and other members of the Close staff present to visitors as one of their successes.

Wearing a T-shirt bearing the name of his dorm, Humboldt Hall, Dwight seems proud of what has happened to him at Close School and he doesn't have to be encouraged to talk about it.

"I've been more or less a fighter all my life," said the short, stocky 18-year-old. His arrest record began at age 13 and led to sentences in juvenile hall, county jail and CYA facilities twice before. "I have eight or

nine escapes on my record," he boasted, and "I was in the papers twice" for leading a burglary ring in San Jose. He said his father died in prison and he thought he'd end up the same way.

This time around, the California Youth Authority board decided the best place for Dwight was a medical psychiatric unit, where his extremely aggressive behavior might be straightened out. But when it came time for him to be transferred from Close, Diane Barnett said that he refused to leave.

As Dwight tells it, one man on the staff got to him and turned him from the "worst foul-up here" to an honor ward "in one month."

"I got a really good counselor. He even goes to counseling himself," Dwight said incredulously.

As an honor ward, Dwight is encouraged to help counsel his fellow inmates and keep them in line. Staff members joke that he might become somewhat overzealous in policing the unit, and he admitted that some of his fellow wards are jealous of his status.

In 18 months, when he is due to be released, Dwight has decided he wants to go on to college and study to be a counselor himself. "I've been good at it here," he said proudly.

The third school in the complex is DeWitt Nelson, where older (17-23) wards who have been deemed better-suited to vocational training than to book learning are sent.

Frank is an example. In his late teens he asked for a transfer from another CYA facility because he felt he wasn't learning anything useful and wanted to be prepared to go to work when he got out.

"This is the best place there is. You can learn to do something here," he said as he worked on a wooden napkin holder, one of the tasks all DeWitt Nelson inmates go through to test their manual skills.

Elsewhere at Nelson, young men were helping prepare the more than 3,000 meals that are served daily at the Youth Center, learning to weld and repair automobiles and working on the landscaping. A crew of firefighters was out for the day, assigned to a Department of Forestry project on the San Joaquin Delta. About 100 young men, all within 90 days of parole, were out on work furlough, holding down salaried jobs in and around Stockton and paying \$2.50 a day for their room and board at the school.

"Counseling doesn't work with this age group," said Perry Graves, coordinator of job programs at Nelson. It is offered on an informal basis by the staff as the need arises, but the emphasis is on "life-experience on the job."

The easy part is teaching skills and finding jobs for the inmates when they are released, he said. The hard part is getting them to keep the jobs and stay out of trouble.

"These kids are rough on the outside, but inside, they hate themselves. The hardest thing is to break their negative cultural patterns and to develop self-confidence," he said.

Graves told the story of a young man who had been placed on the work furlough program as a dishwasher at a local restaurant. Two weeks before

he was due to go home on parole, he got a raise and a promotion to waiter.

"And what does he do? He splits." Graves thinks it was because he lacked self-confidence to handle the promotion.

Another parolee was doing well at a restaurant job until he propositioned a waitress and got fired. "He put the make on this girl, just like he would have in the ghetto, and he couldn't understand why it wasn't the right thing to do."

Any kind of rehabilitation is "rough," the job program coordinator said, "because you're working with kids no one wants and you're trying to get them to unlearn half a lifetime of cultural patterns."

Considering that, he said, "I think we're doing a pretty good job."

The bottom line is how well all these attempts at rehabilitation work: that is, how many of these youngsters go straight and stay straight for the rest of their lives.

The traditional measure of penal system success—the recidivism rate—tells only part of the story, staff members insist. In the California Youth Authority, it ranges from 57 percent of parolees who have stayed arrest-free for two years (the figure CYA Director Pearl West prefers to cite) to 25 percent who remained arrest-free for five years, a figure that came out of a CYA study in 1972.

"Success is very hard to come by," said Art German, information officer for CYA. "You have to remember that these are total failures when they come to us. If you can keep them relatively clean after they leave here, that may be a measure of success."

HEADACHES NO. 322-2474 INCLUSIVE

BY LOREN IVERSEN

Mr. Iversen is assistant chief of the Youth Authority's Division of Program and Resources Development

This article, subtitled "So You Think You Want To Be A Project Director?" depicts the humorous side of applying for funding, carrying out a project and then dismantling it.

Many people have the fantasy of writing a proposal, getting a project funded and becoming a "project director." The visions of seeing one's ideas and fantasies become operational, along with finally having some impact on our clients' situation, future promotions, and building empires, has seemed like a viable alternative to what one is presently doing.

If you have ever fleetingly considered the above, my first word of advice is to invest your personal monies into a pharmaceutical firm that manufactures acetylsalicylic acid (commonly known as aspirin), as you will probably experience the majority of the headaches between numbers 322 to 2,474. There will be other types of aches too numerous to mention. Since the list of headaches alone is 2,152 and space is limited, I have decided only to list a 3 percent sample. (Using a table of random numbers and following accepted research procedures, the following headaches listed should be representative of the population, and if you believe this, you deserve to be a "project director.") Because the numbers are supposedly random, they are not listed in order of severity. So, here it is:

- 327. Reading the funding source guidelines.
- 331. Interpreting guidelines, rules and regulations of the funding source.
- 332. Finding out whom to call to get some reasonable interpretations.
- 358. What is this catalog of Federal Domestic Assistance number?
- 359. Environmental Impact Statement?
- 392. A clearinghouse number? You gotta be kidding!
- 417. How do I know which congressional district we're in?
- 426. Sometime ago I knew the difference between a goal and an objective. Ah yes, it has to be measurable! Hmmm.
- 489. Supplanting or supplementing—I'll worry about that later! (Beware, this one could be colossal later.)
- 503. Give up weekends and holidays to finish writing the proposal because deadlines (usually around holidays) are very tight for submission to the funding source.
- 547. Is that position in industrial or safety retirement?
- 605. This is really work! Whom can I con into helping me?
- 688. Twenty-five percent indirect cost and the project can't use it for services. Wow!

697. Oops, I almost forgot the resumes.
719. Was that 29.6% or 30.7% for staff benefits?
724. Tomorrow I have to get those letters of support.
747. What do you mean it's not high enough on the department's priority list? (You can really fly with this one.)
761. Chi square, analysis of variance, regressions—HELP!
793. Oh-oh, data collection! We need another position.
837. What's the formula for calculating computer time?
911. Redo the evaluation design, not specific enough? (Real emergency, I hope you have the availability of 911).
954. I'd better order a gross of aspirin this time.
977. In-house clearing process? But I need at least another week to finish the writing.
1013. What do you mean the funding source is missing pages IV and 18b?
1017. Good news! We got funded, but not for the full amount. (More revisions and less staff—how can we operate?)
1100. Yes boss, I know I'm behind with my caseload, I didn't think this would take so much time.
1176. I wonder what this implementation meeting is all about?
1198. Let's see now, write a draft for contract language, fill out personnel forms 607 and 613, General Services approval of contract, something about a Section 28 letter, sub-purchase orders. I'm understaffed already.
1220. Why can't I hire from this list? Oh, I didn't know it was informational only.
1313. But we were budgeted for an IBM Selectric!
1492. I just discovered we're \$640 short in per diem.
1501. How could I have overlooked budgeting phones for three staff?
1527. I know tonight is PTA, but I've just got to finish up these contracts.
- OR.
1528. 4:45 p.m. sorry dear, the movers were supposed to deliver our furniture at 11:00 a.m. but they won't be here until 6:30 p.m.
1689. I ordered only one dozen, how come we got 12 gross?
1702. Yes, I realize our report forms are full of mistakes and sloppy. They *will* get better when the steno chairs and typewriter ribbons arrive.
1769. I'd better remind myself to buy a full carton of aspirin tomorrow.
1799. What do you mean I can't spend funds for another 30 days? Section 28 of the Budget Act? Oh, NO!
1809. Somewhere in one of these unpacked boxes is a copy of the format for quarterly reports.
1819. Account numbers, adjusted allotments, expenditures, unliquidated encumbrances and unencumbered balances; all I wanted to know was how much money we have left.
1906. What do you mean you can't tell me exactly how much we've spent . . . I want my own accountant. (Earthquakes have been known to

happen about this time.)

1920. Why are we prohibited from moving more than 10% from this line item without prior approval? Its only \$70. (Prohibition started in 1920.)

1938. Next week I have to write the proposal for next year's funding.

1984. Monitors, evaluators, auditors, who's next?

2002. Mid-year budget review and I'm overexpended in four categories already!

2025. Three grievances in one day, I wonder what went wrong?

2033. But I've got an approved augmentation. What do you mean it's not included in our budget?

2048. They lost their copy of the Protection of Human Subjects Declaration form? Public Law 93-348? OK, we will send them another one!

2083. You mean if she quits, we will no longer be in compliance with Title VI of the Civil Rights Act?

2112. Let's see, 6 copies for the board, 3 for management, 9 for staff, Oh hell, run 25 copies.

2131. Don't wait up dear, our second year proposal is due on Friday.

2157. We really need a 90-day extension to finish the data collection and have some time to do the analysis.

2158. The best we can do is a 60-day extension, because we won't have enough for salaries and benefits.

2210. Gee, that looks like a job I might be interested in, the salary is better, it's not grant funded, . . . I wonder what shape my resume is?

2236. One more gross of aspirin ought to do it.

2277. Guess what? Our selectric typewriter finally arrived.

2282. If I could only find my worksheets from the 2nd quarter, this final report wouldn't be so impossible.

2303. The project officer arrives on the 3:15? CANCEL EVERYTHING!

2344. If they were not satisfied with our reports, why did they wait until now to tell us???

2368. A liquidation period? How long does that take?

2371. Property disposition forms, exit interviews, vendors not paid, will it never end?

2424. We can't do that, because these files are confidential.

2440. I'm not sure what to do with the seven gross left over.

2468. Sorry dear, the movers are coming to take our furnishings sometime today.

2474. Eight forms with five copies each just to draw unemployment! Seems to me I've been here before.

VIP IN SAN DIEGO

BY KARLA MARIE LEWIS

Ms. Lewis is a parolee assigned to the Youth Authority's Park Centre Settlement House in San Diego

Ms. Lewis, a Youth Authority parolee who is newsletter editor of the Park Centre program, has researched the beginnings, the program and the aims of the Volunteers in Parole Program in San Diego County. Here is her report.

We have a program at Park Centre which was introduced to San Diego County in September of 1975, which is called "Volunteers in Parole, (VIP)". Members of the State Bar Association, and the California Youth Authorities, along with the San Diego County Bar Association got together and made preliminary decisions which resulted in the VIP Program. Attorney Alex Landon and Parole Supervisor Arthur Dorsey were responsible for initiating the program. But at the time there were no funds provided for this purpose. They engaged Sam Besses as director to organize the program, with the recommendation of Mark Schiffrin, head of Proven Seniors, who provided a grant from the Regional Employment Training Consortium to pay Mr. Besses a salary until more permanent funding could be secured. The San Diego County Bar Association provided the seed money to purchase the essentials, and CYA provided the office space, postal funds, and telephones which were necessary.

Everything was a learning experience, because all of the people involved had no prior experience with such a program, and inadequate funding made the task even more difficult. The program was warmly accepted by parolees, attorneys and parole agents, and expanded far more rapidly than anticipated. On April 1, 1976, the program was funded on a half-time basis for 15 months, until June 30, 1977, by a grant from the Office of Criminal Justice Planning, sponsored by the State Bar Association of California.

An advisory board was formed at this time. The Board consisted of 10 members: two parolees, two parole agents, three attorneys, and three parole supervisors. Together, they set policies and goals and supervised the progress of the program. Today, the board consists of three parolees, parole agents, three attorneys, and three parole supervisors.

How do they recruit volunteers? The San Diego County Bar Association has been fully supportive of the VIP program's recruitment solicitations, and have sent the full membership list through the regular Bar mailings and the response is more than adequate to meet the needs of the program.

Parole agents supply the names and addresses of the parolees to Sam Besses, who then contacts them to explain the program and to offer them the opportunity to volunteer.

"Matches" are then arranged by Mr. Besses on the basis of similarity of interests and convenient geographical location. At the first meeting, which is considered the "trial meeting", the volunteering attorney and the parolee determine whether or not a level of compatibility can be established and decide if they will continue meeting.

To date, records show that the number of cumulative matches has reached 112, and the number of active matches has reached 42. There is a record of over 200 volunteering attorneys, and 180 parolees involved in the VIP program. Records of the parolees' reactions show that the majority feels that the attorneys' companionship is helpful. The attorneys are easy to communicate with, and they offer adequate support and rewarding friendships. A survey was taken in the fall of 1977. It showed that 43.8 percent of the parolees rated their experiences with the VIP program as "great", 39 percent as "good", 8.6 percent as "fair", and 8.6 percent as "poor".

The greatest rewards are intangible:

1. The feeling that someone cares.
2. Being shown and treated with respect.
3. Being associated with a model whose behavior they could admire and pattern themselves after.

The awards to the attorney are:

1. Providing gratification of helping another.
2. Helping gain the understanding of the behavior of youths, which could be applied to their own domestic life-styles.
3. Helping Civil Law Attorneys become aware of the problems involved with Criminal Law, which they normally wouldn't encounter.
4. Broaden perspective and knowledge of the correctional system.

My personal experience with the VIP program has been splendid. I was able to arrange a meeting with an attorney, Susan Quinn, who was selected for me by Mr. Besses. The first meeting went very smoothly for the two of us. We went out for a pizza dinner and became acquainted with each other, and found that we do share mutual interests. We discussed future meetings, and as it turned out, soon shared an afternoon at a rally for California's Governor Brown in San Diego's Balboa Park. My father, Leonard M. Grimes Jr., also had the pleasure of meeting Susan that afternoon. The experience was very rewarding in that it gave all of us a chance to become further acquainted. I sincerely hope that the VIP program proves to be as successful with the other participants as it has with me.

THE INSTITUTIONAL CHAPLAIN IN A CHANGING AGE

BY THE REV. LEON MCDUGALL

Rev. McDougall is Protestant chaplain at the Karl Holton School

The Quarterly's Summer 1976 issue contained an article entitled "A Changing Chaplaincy In A Changing Age." The following article is another chaplain's view of the role of the chaplaincy.

Religious institutions and practices "on the street" are undergoing varying degrees of evaluation and change. Similarly, the institutional chaplaincy in State-supported institutions is being looked at with the thought of evaluation and possible revision. We live in an age in which budgetary cuts and evaluations are a necessity and every program can rightly be expected to start at "zero" and justify the expenditure it makes. It is only appropriate that this process also include the institutional chaplaincy. Today, however, there are a number of factors influencing the changing environment, especially as that environment affects religious programs and chaplains. I would like to draw attention to a few of those.

In recent history, religious programs and those working in them could depend on an almost automatic response of respect and trust; for good or ill, this tendency has diminished today. People in our contemporary society have had a tendency to be less church-oriented than in past years, and, consequently, people in our institutions, both staff and wards, are often only nominally church-oriented and as such have little or no awareness of what the role of a chaplain in an institution really is. Although current statistics on the street tend to indicate a reversal of this trend, the fact remains that we are not now receiving as many committed religious people as we did seven or eight years ago, and hence, religious programs have not had the "carte blanche" permission and power that was present at one time.

Another aspect of the changing environment which affects religious programs and institutional chaplaincies is the religious pluralism that is now present in our society. The rapid growth of "fringe group" religions and sects has brought about a diversity in the American religious scene which has never before been so apparent. Hence, the traditional chaplaincy role model has gradually come to represent a smaller and smaller majority of the outside culture, as well as the "inside" culture.

We also find ourselves ministering to a far more recalcitrant, older and more disturbed client than we did a few years ago, and thus organized religion is approached with more hostility and lack of trust than was previously present.

In short, religious pluralism has become the order of the day, and this trend must be dealt with by the representatives of institutional religion if religious values are to continue being the viable influence in the future that they have been in the past.

There are some who think these changes can best be addressed by opting for a role of religious institutional coordinator, while others see the chaplain as being primarily a religious clinician functioning much as a social worker with some religious overtones. Both of these functions are valuable and any chaplain doing his job will encompass them. However, I feel that both these individual definitions are too limiting and ignore the entire history and heritage of what it means to be a minister, a rabbi, or a priest.

To be an effective chaplain is to be something much more than the coordinator of religious "musical chairs" and it is more than being a religious clinician and/or ritual functionary. The chaplain is first and foremost a pastor and if that job of "pastoring" is done appropriately, it will incorporate and broaden each of the above-named more limiting roles.

The word 'pastor' derives from the ancient concept of the shepherd ministering to and caring for the "flock" in a pastoral setting. In the religious setting, the role of pastor also relates to both a geographic area and a given "flock" (grouping) of people. Hence, the pastor has a two-fold task: One is the care of the specifically identified persons on the church roles, while the other is caring about anything of importance that takes place in the geographic parish area. The social concerns, the humanitarian needs, and the non-church related persons of that parish area become a part of the ministry of caring just as much as what goes on inside the church building. This is why the word 'parish' has had historically a two-fold definition: a word denoting a geographic area, and also describing the physical plant of a given church building.

In a similar way, the chaplain in an institutional setting should not be limited to being a ritualistic functionary in a chapel with a few religious persons of only one particular religious preference. Any chaplain who would tolerate such a definition of the job would be forgetting the role as pastor to both "the flock" and the parish (geographic) area. The job of the institutional pastor becomes one involving a great deal of coordination, referral and connection for a wide diversity of pluralistic needs, while at the same time providing direct services to those desiring his attention.

In the role of pastor, the chaplain has the unique privilege of confidential communication with the people of the institution. This privilege provides a counseling mechanism and early warning system not available on a full-time basis within the institution by any other professional person. The chaplain is one of the few persons inside the fence who can be a voice of conscience without fear of professional reprisal. He is also one of the few people who has an institutional-wide access to all lockup and isolation

rooms, and as such, can provide a form of crisis counseling, and, from the position that he holds, to have the opportunity to develop an ongoing rapport with the staff, the administration, and the wards.

To adopt any chaplaincy model which devaluates the full-time direct pastoral ministry to and between persons is to water down much of our rich religious heritage and contributes to the termination of any meaningful impact that religious values can have on the institutional environment and its residents. The chaplain as pastor has a unique and highly pluralistic role, if utilized properly. This role should incorporate the coordination of a vast reservoir of diverse religious experiences from outside the institution, while still providing a direct pastoral ministry to individual persons.

Change and revision (or revitalization) of the institutional chaplaincy is due, but let us be sure that the evaluation and planning is done with an awareness of some historical perspective and possible impact of what a pastor is, can be, and ought to be.

EDUCATION IN THE YOUTH AUTHORITY

With this issue the Education Section of the "YA Quarterly" completes its first full year. It's a beginning, but I mention it to thank all who have contributed with newsworthy items and articles during the past year.

The purpose of the section is to promote and support education in the Department. And, of course, it is my hope that YA educational programs will become more widely known, not only within the Department, but also beyond it.

However, since communication and cooperation are twin aspects of the same reality, I encourage readers to submit timely articles or newsworthy items. More specifically, I ask teachers and instructors, as well as educational supervisors, to talk freely about their programs, and particularly about those aspects of the programs which can be shared with others and benefit them.

Fred Torrisi
Education Editor

EDUCATION NEWS BRIEFS

COMPLIANCE WITH PL 94-142

Compliance with the Education for All Handicapped Children Act (PL 94-142) will increase the level of service to some 40 percent of Youth Authority students, according to Trumbull Kelly, administrator of education services.

Kelly said that March and April were busy months in taking the first initial steps to comply with the new law. "We've been working very closely with the Bureau of Special Education, a part of the State Department of Education," he said.

Public Law 94-142 is reportedly the most significant piece of educational legislation to come out of Washington, D.C. since Title I of the Elementary and Secondary Education Act (ESEA).

According to Kelly, the new law will have important implications for the Youth Authority. "It'll mean," he said, "the development of new civil service teacher classifications with accompanying credentials to deal with the needs of our wards considered handicapped."

Some of the handicaps included under PL 94-142 are mentally retarded, deaf, physically handicapped, seriously emotionally disturbed, multihandicapped, or those having specific learning disabilities.

"Under the new law, we should be meeting ward needs more effectively than under existing programs," Kelly said.

LEARNING DISABILITIES SYMPOSIUM

Two leading experts in learning disabilities challenged some 180 Youth Authority and community educators Feb. 24 in an all-day Learning Disabilities Symposium at El Paso de Robles School.

University of Arizona Professor Dr. Samuel Kirk and UCLA Professor of special education Dr. Judith Margolis spoke of the need to recognize learning disabilities among Youth Authority students and the need to set up programs that are tailor-made to the individual students.

In addition to individualizing programs, Margolis and Kirk stressed the need for effective development among students with learning disabilities.

Kirk said, "I've worked with learning machines and programmed material for many years; but I think we have to remember that there's something over and above that. When I teach a kid behaviorally and reinforce and move him, I also have to have a little affect attached to it. . . . I have to see to it that the kid smiles."

Margolis, however, tied the notion of affective development with the adolescent's need for independence and decision-making. "These are important things to remember when working with an individual student," she said.

SURVIVAL EDUCATION COMMUNITY EXPERIENCE

Seven O.H. Close School survival education teachers recently spent a week in the community to learn something of the parolee's adjustment problems after leaving the institution.

Multi-Cultural/Survival Education Coordinator Ida Grace said that the community visitation experience was designed to provide the teachers with in-service-training and to improve and modify the survival education program at the school.

The visitation was sponsored by the Teacher Corps planning conference and included the following teachers: Paul Richardson, Mel Hill, Fred Heron, Frank Gomes, Frank Pozega, and Hank Simmons.

According to Ms. Grace, the teachers attempted to experience community life as the parolees experienced it. She said that the teachers made initial home visits with parole agents, applied for jobs, attended juvenile court hearings, and visited several service agencies in the community. "Most teachers reported they have a greater understanding for students after seeing their environmental situation," she said.

Ms. Grace said that five areas of concern grew out of the visitation experience for the survival education program at O.H. Close School. These include:

1. Making survival education more practical by providing wards with experiences they face in the community.
2. Maintaining ongoing contact with parole offices, community agencies and parolees as a strategy for implementing the above.
3. Improving the career education program at O.H. Close.
4. Trying new and more effective ways of developing positive self-concepts and attitude changes among wards.
5. Organizing the survival education staff in the direction of cooperative teaching and group planning.

RIGHT TO READ VOLUNTEERS ATTAIN RESULTS

Right to Read Project Director Dave Crosson, who in reporting the project's semi-annual results, said that there has been a growth of one year and five months in reading vocabulary and one year and six months in reading comprehension for each four months that a ward participates in the program.

Crosson attributes the gains to the work volunteers have done with wards. "Community reading tutors have made significant contributions toward increasing literacy among the YA wards," he said.

According to Crosson, at Pine Grove a young man improved one year and nine months in his reading ability within a two-month time span. And another one, Crosson said, improved two years and three months after only four months of tutoring.

Such significant gains are the result of the individual attention the ward receives, Crosson said.

WELDING WORKSHOP TO UPGRADE SKILLS

The California Youth Training School hosted a welding workshop on two different days, March 2 and 16 for the Youth Authority school as well as the surrounding community.

According to Al Swick, YTS welding instructor, the workshop was designed to upgrade the program at YTS and the programs in the various local schools of Chino, Ontario, Upland, and Pomona. "If we share our common knowledge and build better programs in our schools, we will automatically be helping our students become better craftsmen," he said.

On both days of the workshop, demonstrations, films, and lectures were presented by representatives of Lincoln Electric Co., Airox Brown (which makes welding equipment), Kaiser Steel, and Allied Testing Lab.

Swick, an 18-year veteran at YTS who also runs his own shop in Chino, said the contacts made at a workshop of this nature are invaluable. "At the workshop 16 of the instructors made arrangements to visit Kaiser Steel to get first hand information on what is going on in the industry," he said.

In speaking of the shop at YTS, Swick said that it is as well equipped as any found in the public sector. "Our course is not hobby type welding, but training in becoming a journeyman," he said.

According to YTS Superintendent Keith Vermillion, the "journeymen" who get paroled are assisted in getting jobs by the welding instructors. "In 1977 over half of the 35 trainees are either working as welders or other related skill jobs," he said.

NEWS NOTES FROM OUTSIDE THE CYA

INTEREST IN TESTING CONTINUES

Interest in standardized testing and educational assessment continues in full force. Noteworthy among new developments is the organization of The National Consortium on Testing, a coalition of 35 national educational organizations.

In announcing the incorporation of the group, Consortium President Vito Perrone called it "an unprecedented coalition of educational organizations." Executive Director of the group is David K. Cohen of Harvard University's Graduate School of Education.

The Consortium has received a \$225,000 grant from the Carnegie Corporation of New York to examine the nature of standardized achievement testing and its effect on the educational process and to explore the development of promising alternative assessment procedures.

Among the 35 members of the Consortium are the American Association of School Administrators, American Educational Research Association, American Federation of Teachers, Association for Childhood Education International, Association for Supervision and Curriculum Development, National Association of Elementary School Principals, National Association of Independent Schools, National Education Association, and National School Boards Association.

TEENS' CIVIC KNOWLEDGE

"Changes in Political Knowledge and Attitudes, 1969-76", a survey report by the National Assessment of Educational Progress, released recently, shows that teenagers showed declines in their knowledge of the structure and function of government and in their willingness to participate in government, but had some success in recognizing and valuing constitutional rights.

The NAEP first studied the knowledge and attitudes of 13 and 17 year olds in 1969-70 and 1971-72. In its new study, it compared these responses with those of same-aged students in the 1975-76 school year. Scores among the 17 year olds dropped from 64 percent right in the early 1970s to 54 percent right in 1976. Scores for the 13 year olds dropped from 63 percent to 54 percent right for the same period.

Knowledge about basic concepts, constitutional rights, and how the government works also declined.

Neither race nor sex made a difference in the teenagers' knowledge, according to the survey. In the area of constitutional rights, the 17 year

olds had more knowledge than the 13 year olds, however, showing some improvement for this age group.

"The situation needs prompt and drastic attention by the public and educators alike," said R. Freeman Butts, chairman of the Advisory Committee of the National Task Force on Citizenship Education. "The schools alone can't do all things."

USOE LARGEST CONTRACT

In the largest single contract it has ever awarded, the U.S. Office of Education has designated the Ohio State University's Center for Vocational Education to be the National Center for Research in Vocational Education. The anticipated \$25 million contract, providing annual operating funds of \$4.5 million and renewable through 1982, is also the largest dollar-volume annual contract in the history of the university.

CASTE VS. ACHIEVEMENT

The American caste system is responsible for the gap between the school achievements of black and white children, according to the latest Carnegie Council on Children report. John Ogbu, Carnegie, anthropologist, studied six societies in which social stratification is based on caste. In three of them both dominant and minority groups are of the same races; in the other three they are of different races. But in all six, Ogbu found, there were gaps in school performance despite the egalitarian ideology which pervades the school systems.

Neither integration nor compensatory education strategies, says Ogbu, can overcome the caste system in which "there are systematic odds against minority children's parents" which shape the children's skills to other than academic pursuits.

TWO NOTED EDUCATORS DIE

Two noteworthy educational innovators died in recent months—James B. Conant in February at the age of 84, and Edward G. Begle in March at the age of 63.

Conant, equally noted for his contributions in the fields of scientific study and international diplomacy, was for 20 years the president of Harvard University. He was the author of important books and reports on the improvement of public secondary school education, junior high school education, and teacher training programs; the creation of an interstate commission to plan national education policies; and the elevation of community colleges to a more prestigious place in American education.

Edward Begle was known as "the foremost proponent of 'new math.'" As the head of the School of Mathematics Study Group (sponsored by the College Entrance Examination Board), he was the developer of the "new math" curriculum, beginning in the late 1950s.

ASSUMPTIONS AND ROLES: TOWARD A Y.A. COLLEGE PROGRAM

DAVID R. WERNER

David Werner is a doctoral candidate in English from Claremont Graduate School. In addition to teaching at YTS, he also teaches at La Verne Community College, and the California Department of Corrections Rehabilitation Center. This is the first of two articles on college programs in the Youth Authority.

Perhaps the most serious mistake a potential Y.A. college instructor can make is to assume that a college prison program is in any significant sense similar to a program in a college on the streets. We are, as college prison educators, expected to create a college program within an institution whose nature is antithetical to most traditional collegiate assumptions. Freedom of speech, freedom of personal mobility, and freedom to choose one's individual destiny are basic to the program of any college in this country, and are, for the college student in a Youth Authority institution, either eliminated or drastically curtailed. The results of this split cause the assumptions under which we operate as Y.A. instructors to radically differ from the assumptions which exist in an outside college situation. As a step toward a reevaluation of our potentials as college educators within the Youth Authority, I would like to clarify a few of the problems peculiar to our situation and to consider how the results of the misperception of these problems influence the possibility for a successful Y.A. college program.

First, I think we do not take sufficient cognizance of the fact that our prison students do not attend class for remotely the same reasons as students in street classes. We tend to brush off this difference in motivation with such platitudes as "Well, they're all here to get an education" without stopping to consider what we mean by the term "education". But as the question of why our students are in class seldom confronts us on the streets, so this question must confront us when we teach in prison. We assume on the streets that a student takes a class because that class is related to that student's life or educational goals—or to his graduation requirements. For whatever reason, we assume, and correctly so, that the student has exercised choice in his college program decision and that he has exercised his choice for primarily goal directed reasons. However, in prison a student often has no choice of curriculum, and the curriculum is often inflexible. In addition, a student often chooses a class for moment directed rather than for goal directed reasons. That is, a student contemplates immediate benefits from participation in a college program or takes the program as a package rather than choosing individual classes. On the

streets a student choosing a class tends to think primarily of the future, while in prison a student choosing a class tends to think primarily of the present and of immediate benefits in ways that are often unrelated to the content of any particular class.

The result of this difference in direction or motivation is that in prison our students seem to need convincing that our particular class is both interesting and worthy of their educational attention. We in time come to realize that this salesman function of ours is not a peripheral but rather an integral part of our role as college prison educator. The necessity for this role flows not from a student who is somehow naturally unmotivated but rather from a system which facilitates non-interest as it eliminates most opportunities for class and curriculum choice. It seems to me that this possibility of individual choice of classes is, in fact, one of the important differences between high school and college. In high school we take what everyone takes; in college we experience individuality in being allowed to take only what we want to. It is, in any event, unfair to blame our students for a disinterest which originates in the structure of the Y.A. college program.

Second, we must confront the question of why we are in the classrooms as teachers. As much as we again try to ignore the fact, we are in the prisons as wardens as much as we are there as educators. The grades we give to our prison students have much more of an effect on their lives than the grades we give to our street class students. The grades we give in prison mean added or reduced time insofar as a student's success or failure in a college class is seen to be indicative of his potential for future success or failure. Of course, we are not the sole determining authority; yet we are asked and asked continually both directly and indirectly to judge our students as potential members of society. It is important to consider that we would be shocked to receive a similar request concerning our street class students. On the streets, a student who failed English simply *did* not do well in English. In prison, a student who failed English *will* not do well on the streets, and so is considered to have failed his future life as well as having failed the past class. On the streets we are asked to judge only a student's past action.

As a result of our willingness to grade our student's future life as well as his past actions we have an entirely different relationship with our prison student. Our student tends to think that he must please us in ways not necessarily related to particular classwork, and we tend to accept as given that a student's class behavior will influence the time he spends in prison. Actually, we tend rather to assume that if a student's behavior in class does not influence the amount of time he spends in prison, then he will be unmanageable. Deprive us of time as a threat to hold over our students, and we have visions of chaos reigning in our classrooms. Take away time cuts as an incentive for participation in our college programs,

and we see our hard-won positions vanishing as college enrollment flames out, as Hopkins would put it, like shining from shook foil. We retreat in horror from our visions, accept time cuts as inevitable, and never realize how far we, by such action, put ourselves from a college on the streets. As long as we accept the prison engendered notion that students need to be threatened in order to participate we will never gain a clear picture of ourselves as educators or our college prison programs as educational programs. We cannot, therefore, in the present situation assume very much about the virtues of ourselves as educators. We can judge neither ourselves nor our programs in the absence of alternatives.

What this means is that we must shed our assumptions and our preconceived notions about where we are and begin to view the Youth Authority as a unique situation that demands unique responses. It strikes me that at present the Y.A. college program is in many respects more closely related to the Y.A. high school program than to any college program on the streets, and it further strikes me that there is something significantly wrong with this situation. If we are going to participate in no more than an advanced high school program, then maybe we should just be honest with ourselves and admit it. But if college implies more—if college implies allowing individual awareness and decision making as much as it implies more advanced learning, then we are going to have to take a new look at the way we are running our program.

To begin with, there are certain assumptions which we can safely make about the classes to be demanded by a vital Y.A. college program. We can assume that our roles as college spokespeople are integral parts of our classroom obligations. We can assume that as long as we are wardens as well as educators we will never be able to clearly evaluate our own worth and so will continually be prone to make false judgements about our effectiveness. We can assume that if we have to rely on the threat of added time to motivate our students then we have no business in a college prison classroom. Finally, we can assume that only when we stop expecting our prison students to be just like our street class students will we be able to see what they as bright, intelligent, and obviously creative individuals have to offer.

RECENT PUBLICATIONS

Single copies of items listed without a price may be obtained from the issuing agency. Priced items may be purchased from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. Payment and item number must accompany all orders.

OFFICE OF EDUCATION

American Potpourri: Multi-ethnic Books for Children and Adults 16 pp. \$0.35. (OE) 77-01601, S/N 017-080-01676-1. List and annotates nearly 100 current books about ethnic groups in the U.S. written for preschoolers through young adult readers, including fiction, biography, picture books, history, Spanish and bilingual books.

The American Revolution: Selections from Secondary School History Books of Other Nations 119 pp. \$2.25 S/N 017-080-01550-1. Excerpts from textbooks used in 13 countries by which Americans can come to know how their struggle for independence is viewed by other peoples.

Career Education and Basic Academic Achievement 145 pp. \$2.75. S/N 017-080-01720-2. Analyzes research done on the effectiveness of career education, with emphasis on the basic academic skills shown by students.

Design and Drawing Skills 104 pp., il. \$2.50. S/N 017-080-01716-4. Examines data and examples from four design and drawing exercises given in the 1974-75 National Assessment of Art to 9-, 13-, and 17-year-olds.

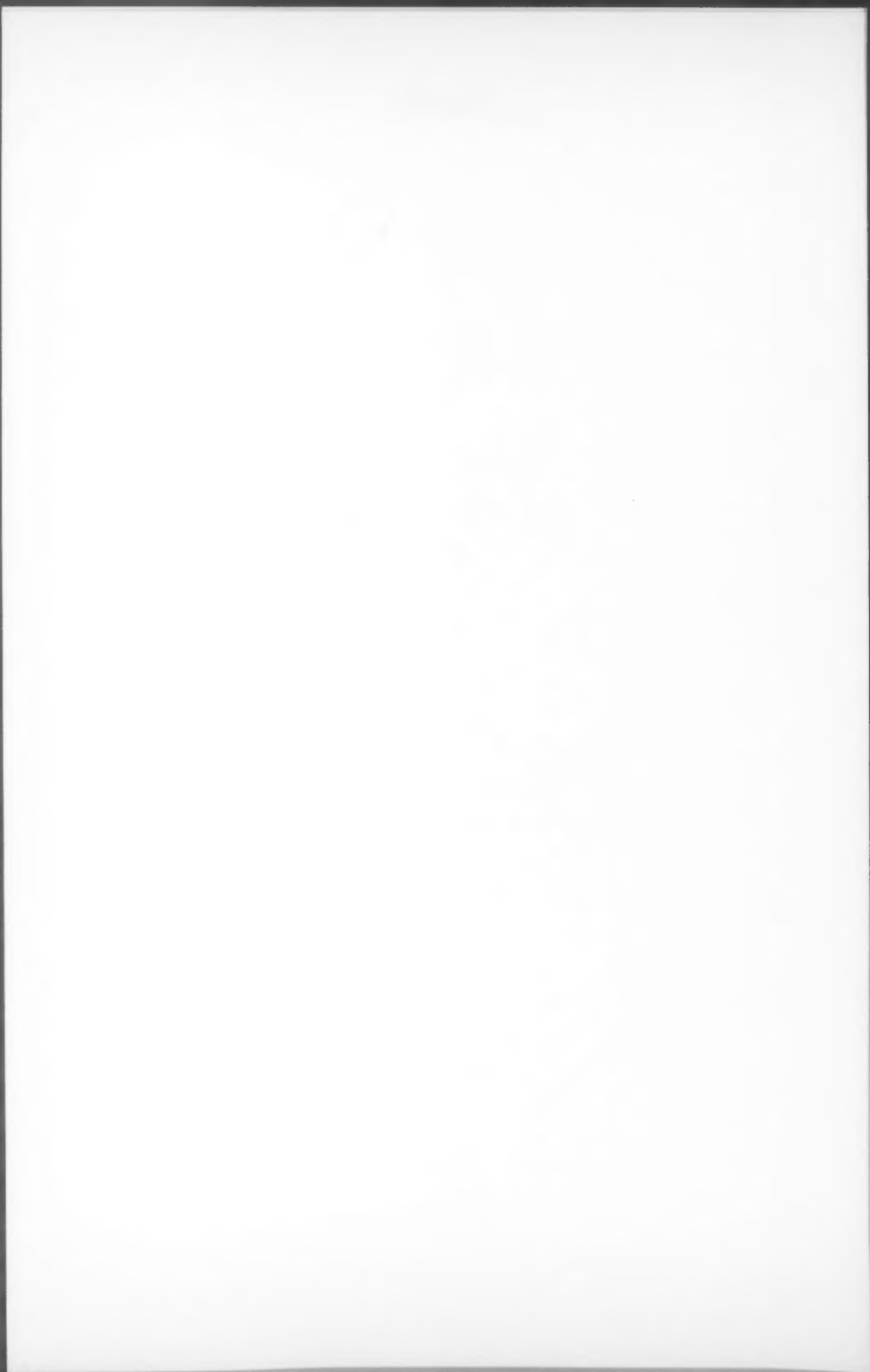
Dialogue, Career Education for Associations 214 pp. \$3.75. S/N 017-080-01729-6. Summarizes discussions at nine recent career education mini-conferences held for teacher associations, educational administrators, and universities.

The Educational System of Mexico 19 pp. \$0.90. (OE) 77-19128. S/N 017-080-01646-0. Outlines historical background of Mexico's educational system and provides data on structure, financing, enrollment, curriculums, and special programs at all levels. Lists additional resources and provides a glossary of Mexican educational terms.

The Individualized Education Program: Key to an Appropriate Education for the Handicapped Child 37 pp. \$2.00. S/N 017-080-01699-1. The 1977 annual report of the National Advisory Committee on the Handicapped shows how the IEP concept can be implemented and how IEP is seen by two special institutions for the handicapped; also gives status of the committee's 1976 recommendations.

Notes

Notes





RETURN ADDRESS

CALIFORNIA YOUTH AUTHORITY
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